Plans & Programs Technical Advisory Committee (TAC)
September 21, 2006
Minutes

THE FOLLOWING MINUTES ARE A SUMMARY THE PLANS & PROGRAMS TECHNICAL ADVISORY COMMITTEE (TAC) MEETING. THE AUDIO CASSETTE TAPE OF THE ACTUAL MEETING IS AVAILABLE FOR LISTENING IN SCAG'S OFFICE.

The TAC held its meeting at the SCAG offices in Downtown Los Angeles. The meeting was called to order by Chair Doug Kim, LACMTA.

Members Present

Deborah Chankin	Gateway Cities COG
Kim Fuentes	South Bay Cities COG
Bill Gayk	Riverside Co. Transp. & Land Mgmt. Agency
Falan Guan	LACMTA
Tarek Hatata	System Metrics Group
Mark Herwick	County of Los Angeles
Lori Huddleston	LACMTA
Douglas Kim	LACMTA
Paula McHargue	LAWA
Catherine McMillan	CVAG
Miles Mitchell	LADOT
Gregory Nord	OCTA
Tracy Sato	City of Anaheim
Eileen Schoetzow	LAWA
Ty Schuiling	SANBAG
Gail Shiomoto-Lohr	OCCOG
Bruce Smith	Ventura County RMA
John Stesney	LACMTA
Jim Stewart	SCCED
Tony Van Haagen	Caltrans-District 7
Carla Walecka	Transportation Corridor Agencies
Dianna Watson	Caltrans-District 7

Via audio/video conference

Rosa Lopez	IVAG

SCAG Staff

Naresh Amatya	Wesley Hong	Jonathan Nadler
Joe Carreras	Hasan Ikhrata	Alan Thompson
Ping Chang	Ma'Ayn Johnson	Frank Wen
Elizabeth Delgado	Shawn Kuk	Danny Wu
Pablo Gutierrez	Philip Law	

Comments from Gail Shiomoto-Lohr (OCCOG)

1.0 **Call to Order and Introductions**

Chair Doug Kim, LACMTA, called the meeting to order. Introductions were made.

2.0 **Public Comment Period**

There were no comments.

3.0 **Consent Calendar**

3.1 Approval Items

3.1.1 Approve Minutes of August 17, 2006

The meeting minutes were approved with no amendments, no objections.

4.0 **Discussion Items**

4.1 2007 Air Quality Management Plan

Jonathan Nadler, Program Manager for Air Quality and Conformity at SCAG, presented an update of the 2007 AQMP for the South Coast Air Basin, including a description of SCAG's portion of the Plan.

The focus of the plan is on the new federal PM2.5 and 8-hour ozone standards, neither of which were included in previous air plans. The PM2.5 standard is required to be attained by 2015, and the 8-hour ozone standard by 2021. SCAG has a legal requirement to develop a portion of the South Coast AQMP, which includes 3 components: 1) socio-economic data, 2) transportation model activity data, and 3) transportation control measures (TCM's).

SCAG provides socio-economic data and transportation model activity data to the South Coast Air Quality management District (SCAQMD) and the California Air Resources Board (CARB). Transportation model activity data is used by the SCAQMD for developing emissions inventories, airshed modeling, attainment demonstration, and setting transportation emission budgets. CARB uses this data in developing their emission factor (EMFAC) model. CARB is in the process of developing an updated EMFAC model (EMFAC2007) which is scheduled for release in November 2007. Timing of CARB's EMFAC update poses some analysis constraints in developing the new AQMP as the two cycles currently overlap. Emissions budgets for the 2007/8 RTP will be based on the 2007 AQMP/State Implementation Plan (SIP).

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Transportation control measures (TCM's) are projects that reduce congestion and improve traffic flow, but do not include improvements to engine technology. The TCM's included in the 2007 AQMP are based on constrained projects included in the 2006 RTIP. Once adopted as part of the SIP, specified TCM's/projects become commitments on the part of the air basin, county transportation commissions, and local sponsors. FHWA reviews the RTP and RTIP to check for "timely implementation of TCM's". If TCM's are not meeting respective implementation schedules, formal substitution of TCM's must be made to ensure equivalent emissions reductions will be attained. The 2007 AQMP also includes a RACM (Reasonably Available Control Measures) analysis. RACM is a general requirement of the Clean Air Act to review all potential control measures, including TCMs efforts of other regions, and explain why particular measures are not being utilized. SCAG's RACM analysis for the South Coast Air Basin has found our TCM development program to be robust and leading-edge, with sound justification in cases where particular TCM's are not being employed.

The SCAQMD has done sensitivity analyses establishing that additional emission reductions of approximately 500 tons per day of VOC (volatile organic compounds) and NOx (nitrogen oxides) combined are necessary to demonstrate attainment of the 8-hour ozone standard. These reductions go beyond those requirements specified in the 2003 AQMP for meeting 1-hour ozone standard.
The air district will likely request a "bump-up" from its current Severe-17 status to Extreme Non-Attainment Area status in order to gain some flexibility in meeting the increased reductions standards. The Clean Air Act allows Extreme Non-Attainment Areas the use of "black box measures" which give air districts a bit more regulatory leeway in demonstrating attainment (i.e., less specificity of the control measures making up the black box portion of the air plan). The bump-up would also afford the air district three more years for meeting the 8-hour ozone standard (i.e., 2024).

There is a lot of focus throughout the Region on the issues associated with goods movement. CARB recently released an emissions reduction plan for goods movement as part of the State's Goods Movement Action Plan. SCAG, along with local partners, is involved in the Multi-County Goods Movement Project and other goods movement related efforts. Goods movement has emerged as a potential source for major reductions, historically having not been regulated as intensely as other areas. SCAG contributed discussion in the transportation section of the AQMP in reference to transportation projects and existing difficulties getting through the environmental review process, specifically in regard to diesel emissions associated with goods movement projects. SCAG's discussion also introduces potential "paradigm shifting" technologies to the existing truck and train model.

The 8-hour ozone SIP is due to EPA in June 2007. The PM2.5 SIP is due in April 2008. However, SCAQMD will include both standards in their 2007 AQMP and will need SCAG's portion prior to finalizing their plan update. The new AQMP will then go to CARB who will add their input before submitting to EPA by June 2007. SCAG

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has already submitted its draft portion to SCAQMD and provided all other technical input. CARB's portion is not ready yet but SCAQMD will make some assumptions in this regard for their preliminary draft release in October, to be followed by actual draft release in December. SCAQMD plans to submit to their Governing Board in March. CARB will add their portion to the air plan following AQMD's process and then will then submit to U.S. EPA for approval

Ty Schuiling (SANBAG) pointed out that the black box measure is available only for the 8-hour ozone standard and not the PM2.5. Mr. Schuiling's question was in regard to the measurable effectiveness or value of taking on more black box measures in addition to what was put in place in the previous AQMP. Mr. Nadler responded by stating PM2.5 attainment would be less demanding than meeting the 8-hour ozone standard, and without sufficient near-term measures by which the air plan may reach the overall reductions requirement, black box measures may afford the Region some flexibility.

Tony Van Haagen (Caltrans-District 7) raised a question about which transportation model used in the AQMP. Mr. Nadler responded with reference to SCAG's Interim Transportation Model currently being used until the new Transportation Model is finalized. Mr. Van Haagen also asked about availability of modeling results with respect to VMT output from previous used four-loop process and recently used five-loop process. Mr. Nadler acknowledged higher VMT output with current five-loop process and commented that a technical comparison of the two methodologies is being performed..

Comment [G1]: "is being"

Jim Stewart (SCCED) asked a question about the significance of diesel truck emissions and the potential of existing truck engine technology (sulfur traps) to help move more quickly toward achieving attainment. Mr. Nadler referred to the new 2007 Heavy Duty Truck Standards coming online which will make the traps "integral" to the engine system. The larger issue is in terms of penetration of the new technology into the fleet. CARB's strategy is one that pushes the penetration of new trucks into the fleet at a rate that is faster than would otherwise occur. CARB is also in process of adopting an in-use regulation for retro-fitting private fleets analogous to the recently adopted public fleet rule. It was noted that retro-fitting is not feasible for all existing truck models.

Mr. Schuiling raised the issue of a mismatch existing between the expected heavy duty truck emissions due to tighter engine standards and recent CARB data showing higher actual emissions from this source. Mr. Nadler noted that a recent U.S. EPA presentation stated that emissions reductions have been tracking emission standards for trucks. Mr. Schuiling concluded by stating that heavy duty truck emissions should remain an area of concern.

Carla Walecka (Transportation Corridor Agencies) asked about the extent of emission reductions to be included in the RTP and TCM's in drafting the new AQMP. Mr.

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Nadler's responded that the emission reductions from on-road source strategies are getting smaller and smaller since vehicles are becoming much cleaner. Ms. Walecka asked about SCAG's input on goods movement measures in the new air plan and how SCAQMD will proceed with the PM2.5 portion of the air plan. Mr. Nadler stated that SCAG's input is based on the projects envisioned in the 2004 RTP as adopted by the Regional Council. There remains the possibility that should SCAG introduce a substantial different program for goods movement in the 2007 RTP, the SIP could then be reopened to accommodate the new strategies.

Mr. Schuiling asserted that the black box strategy is dangerous to the success of the freight movement effort. He supported the position that such strategies need to be accompanied by an environmental strategy detailing how we are to achieve attainment, and should be consistent with projected growth scenarios for freight movement. He also expressed concern over moving forward with implementing transportation projects absent a more "fully formed" environmental strategy. At minimum, we should be able to describe the amount of allowable emissions associated with moving the freight stream; otherwise we would jeopardize our ability to implement projects due to inconsistencies with required health standards. Mr. Nadler responded that SCAQMD and CARB are accounting for the increased emissions associated with projected freight growth and will include control strategies achieving significant reductions from the goods movement sector. It was noted that other emission sources, such as consumer products, also need to be accounted for since it is a major contributor to the overall emissions inventory.

4.2 Standing Items

4.2.1 Growth Forecast

2000 Census Jurisdiction-Level Income Distribution
Ms. Elizabeth Delgado (SCAG) presented the income distribution data. Email attachments were distributed earlier in the week describing SCAG's three-step methodology detailing how households were put together using Imperial Valley as an example. The same methodology was used at the jurisdiction/city level. The intent was to notify the Region that SCAG is starting the Regional Housing Needs Assessment (RHNA) policy discussions to avoid the over-concentration of low-income households in areas that already show high concentrations.

Comment [G2]: This reference is unclear. Is it a reference as to how household income distribution was established at the county and jurisdictional levels?

Existing Housing Needs Based on HUD Data
Ma'Ayn Johnson (SCAG) discussed existing housing needs and how that was determined for the growth forecast. The HUD website outlines three main categories for housing problems: 1) overcrowding (more than 1.01 persons per bedroom) 2) affordability (more than 30% of household income devoted to housing cost) 3) substandard housing (lack of household facilities). Tables

Comment [G3]: This may be an error and should be referenced as "1.01 persons per room."

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provided via email show county by county housing unit totals distributed by income levels and tenure.

Joe Carreras (SCAG) presented the overall planning framework for RHNA. There usually is not much focus regarding the Existing Housing Needs Problems Statement which is one of the larger components of RHNA. As local governments update the housing element in their General Plans, the problems statement is a major consideration in determining how communities prioritize resources toward meeting their needs. The data set presented is useful in meeting both federal and state housing requirements. The data will be handed to SCAG (CEHD) in moving forward with the RHNA process.

In regard to fair share guidance, law mandates that we allocate lower proportion of need by income category if it exceeds county average, and county averages will be used to assess local needs. Housing statute calls for allocation methodology to avoid over-concentration of lower income households. Recent change in state housing law to adopt use of county median data has positive impact on affordable housing distribution and fair share adjustments.
Key policy implications for Community Economic and Development Policy Committees include policy development for determining local fair share distributions, and how to apply AB2158 factors at the varying geographic scales (region, subregion, county, etc.). Other policy considerations in regard to the appeals process, trades and transfers, alternative distributions, and incentives mechanisms.

Comment [G4]: Is this in reference to allocating a lower proportion of need by income category "if a local jurisdiction's existing distribution of households by income category, identifies that the jurisdiction exceeds its county average for any income category"?

Opportunities for sub-regional delegation have been made available and nine have replied in interest already. SCAG is in process of drafting a delegation agreement document. SB1322, pending state legislation, may impact the next RHNA cycle. SB1322 would require assessment of homeless needs in terms of the housing and land use elements. AB2634 would add an extremely low-income category to current framework. This category is currently used to assess existing needs statement but would extend to the future construction needs statement. AB2572-Emerson would require consideration of college dorms in RHNA process.

There was a question regarding the 1.01 persons per bedroom threshold (overcrowding definition). Mr. Carreras clarified definition as being 1.01 persons per room. There was a question about the federal government adjusting the affordability definition in lieu of lending institutions moving toward 35% of gross family income for cost of housing. Mr. Carreras stated that he was not aware of any adjustment being considered and the threshold would remain at 30% of gross family income.

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Gail Shiomoto-Lohr (OCCOG) had a question on how the housing problems data is collected. HUD requests from data collected by US Census, Comprehensive Affordability Housing Data Set. Data is available on the HUD website and was accessed and programmed for use by staff. Staff determined that it would also be consistent with related activity at local level as communities typically access same database to apply for CDBG or other affordable housing funds. Ms. Shiomoto-Lohr requested distinction be made on whether over-crowding conditions are being reported on a self-defined (yes/no) basis or being calculated by Census using reported figures on number of people and number of rooms in household.

There was a note from Frank Wen (SCAG) in reference to the highlighted rows on the spreadsheets as being those where aggregate totals do not equal jurisdiction level data.

There was a question about CDP's and assessed needs being included into unincorporated totals. HUD data does not currently distinguish between CDP data for new cities and unincorporated areas. SCAG intends to extract data for new cities from CDP data and then separate between the two.

4.2.2 Highways and Arterials

Preliminary Freeway Bottleneck Analysis
Mr. Tarek Hatata, System Metrics, presented an update on the bottleneck analysis. It was a demonstration of congested locations within the state's highway system was based on Caltrans' annual Highway Congestion Monitoring Program report. The report shows both duration of congestion and overall trends. HICOMP focuses only on severe delay (speeds below 35 mph). PeMS maps will show where congestion is detected broken down by district. Based on the detection, PeMS will show where possible bottlenecks are located. A note was made about the tentative nature of pinpointing bottleneck locations based on detection information as it may be possible that the first detection is upstream despite the actual bottleneck occurring downstream. The combination of the two analysis methods should however provide a reasonable review of projects submitted by counties, subregions and others for inclusion in the RTP.

HICOMP detected delay trends from 1994 to 2004 are available by county or by district. From 1995 to 1998 HICOMP was suspended due to a budget crisis resulting in a lapse of available data. Various district trends for the 10 year period from 1994 to 2004 were presented by PowerPoint. Also noted was that HICOMP data can be imprecise in situations where good detection does not exist. Floating cars are dispatched to monitor congestion over a two-day period and the data collected is extrapolated to assume the annual trend. Source average travel speeds will inevitably vary from day to day. The vulnerability

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here is that data collected on a high congestion day may not be as representative of actual congestion conditions and vise versa. Divergence of data in comparing neighboring counties can in part be explained by this potential margin of error. Red points on the PeMS detection maps indicate where there is little or no data being generated.

PeMS data summary tables were prepared for TAC members representing the various counties and districts. All locations that PeMS considered to be possible bottlenecks were grouped, then filtered to isolate only those that were at least ten days active (with congestion) during the month of August. The number of days active is an expression of frequency of congestion and can indicate the increasing likelihood that it is a repetitive bottleneck on a daily basis. Another filter was to look only at those with at least 100 hours of delay per day.

Detection data was broken up also into AM and PM hours. The intent is to map these identified locations using GIS which would provide another layer of assessment for projects submitted. The hope is that a correlation would be possible between proposed projects and potential congestion mitigation impacts. PeMS data for District 8 is missing a significant amount of detection data in reference to eastern portions of I-10. In discussions with Caltrans, there seems to be interest in expanding detection capacity in the system with particulars yet undecided. Detection for District 12 is also spotty, resulting in a limited data pool.

There was a question about the reliability of detection even in areas where it is in place. Mr. Hatata responded by pointing to the challenge on the part of Caltrans districts having limited resources in funding the loops. Another area of concern has been that the communications have not been operating efficiently, where field data is not being received by the TMC. In more severe cases, TMC configuration files will indicate the existence of loop centers where none exist.

Bob Huddy (SCAG) pointed out that construction is a major cause for temporary lapses in detection system.

Carla Walecka (Transportation Corridor Agencies) inquired about lapses in District 8 especially along newly constructed toll roads. Mr. Hatata brought up potential proprietary issues with making detection data available with public-private joint ventures. This was part of the incentives used by the federal government to encourage the partnerships.

Kim Fuentes (South Bay Cities COG) asked about availability of 2005 data for use in 2007 RTP. Mr. Hatata responded positively.

4.2.3 <u>TDM / Non-motorized</u>

Comments from Gail Shiomoto-Lohr (OCCOG)

Status Report on RTP Non-Motorized Element
Mr. Alan Thompson, SCAG, provided an update of the non-motorized element. SCAG is currently collecting GIS data from all the Region's county transportation commissions. He has initiated contact with various advocacy groups in the attempt to identify what the public is looking for in the Plan. He has received numerous recommendations as a result and is currently reviewing them. The next step will be to complete data collection and reassess SCAG's progress, then follow with a workshop with participation from various advocacy groups, county commissions and others. Discussion would be about plan development, policies, and performance measures.

In response to Doug Kim (LACMTA), Mr. Thompson stated the next update would involve a description of existing conditions, accompanied by GIS maps, and a summary of planned projects included in the RTIP. The next update is anticipated for sometime in November.

4.3 Transit Performance Measures Based on National Transit Database

Mr. Tarek Hatata, SCAG, presented this item and acknowledged that SCAG is committed to assessing the performance of all the modes in the system. The data presented are from the National Transit Database (NTD), with the most current data being from FY2004. As updates for FY2005 come on line, SCAG will update data used for the next RTP to the extent possible. Finance, demographic and population data come from DOF. Trips and service hours data are from NTD. The productivity of the Transit System developed in the previous RTP, is a measure of total person miles divided by total seat miles. Seat miles is calculated by accessing NTD data which shows fleet composition by type multiplied by weighted average number of seats by total vehicle miles. For measuring cost effectiveness, operations data from NTD was analyzed.

Productivity data for FY2000-2004 was displayed on screen. Significant improvements were made in heavy rail going from 35% to 48%. Light rail productivity decreased slightly but the sense is that this was distorted by the opening of the Gold Line which needed time to stabilize. Bus stayed the same in LA County, Riverside, and Ventura, increased in OC, and decreased significantly in San Bernardino. Commuter rail also improved from 35% to 38%.

Population, transit trips, trips per capita, vehicle revenue miles, transit generated revenues (fares + advertising), amount of public subsidies were all presented by PowerPoint. There were $800 million in subsidies calculated for LA County in 2000 with total operating costs at $1.2 billion. Farebox recovery, subsidy per transit trip, and subsidy per capita were also described in the presentation. Subsidy per transit trip figures reflect operational efficiency or cost effectiveness. Subsidy per capita shows

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you how much it costs for the county as a whole. In 2004, changes show LA Co operating costs rising to $1.4 billion. Differences between 2000 and 2004 reflect decreases in farebox recovery for all the counties except Ventura. There was discussion about the challenges to farebox recovery especially for LACMTA in light of the Consent Decree.

Ty Schuiling (SANBAG) commented on the state's requirement for a 20% farebox recovery for service to continue. Mr. Hatata stated that farebox recovery trends and transit operations are not sustainable if they continue at current rates of decline.

Charts presented for committee showed transit trips to be growing at less than 5% regionwide while subsidies have increased almost 30%. This points to a need to look at assumptions for improving the growth imbalance. Subsidy per trip has increased almost 25%. Trip growth has also not kept pace with population growth.

Operating funding increased by almost 20%, this was at a much higher rate than inflation. An acceptable increase in operations funding should be at or near the inflation rate, with the assumption that revenues would eventually catch up with inflation due to fare increases with assistance from technology (productivity increases) to make up whatever difference there may remain. A lot of the increase in operating costs can be attributed to expanding revenue miles as opposed to increases to costs per unit. Revenue miles increased by 15%.

Revenues have decreased slightly but this was noted as an anomaly due to not having factored in labor strike activity in the previous year. Nevertheless revenue increases would still not have kept pace with inflation and can be attributed to a lack of increase in fares. A combination of decreasing farebox recovery and increasing subsidies projected out to 2030 should signal major fiscal concerns. And without agreement on some sort of fare increase assumption for the next RTP commensurate or close to inflation, we can expect to have difficulties demonstrating financial constraint for the next Plan.

Gail Shiomoto-Lohr (OCCOG) asked about SCAG's previous (2001 RTP) efforts looking into service provisions i.e. jitney, taxi cabs, etc. Mr. Hatata responded by stating that SCAG's analysis determined unsatisfactory yields from those previously suggested and BRT was selected in the 2004 RTP as a more viable alternative. Doug Kim (LACMTA) commented about associating farebox recovery to income, for instance with Metrolink service having higher recovery rates than local bus lines run by Metro. Mr. Kim added that roadway pricing may be the only other viable approach aside from increasing fares to remain on pace with inflation.

4.4 Update on 2004 RTP Gap Analysis

Comments from Gail Shiomoto-Lohr (OCCOG)

Mr. Naresh Amatya, SCAG, presented this item. SCAG is continuing to move forward with a two-pronged approach to bring 2004 RTP into compliance with SAFETEA-LU while moving forward with the Plan update. SCAG is continuing to assess what its role should be in terms of the transportation security aspects of the Plan. SCAG's consultant has been gathering information from various agencies with security plans in place.

Environmental mitigation is another requirement of SAFETEA-LU. SCAG's environmental staff is currently studying the EIR document from the 2004 RTP to extract appropriate discussions to include.

There is also an expanded coordination requirement. SCAG is contacting state and federal level regulatory agencies as required, in order to ensure that respective resource maps are consistent with SCAG's transportation plan. Two workshops have been scheduled in this regard. SCAG will host the first workshop on October 10th. The second workshop will be held at SCAG's Riverside office on October 12th. These workshops will contribute to the gap analysis work.

It has come to SCAG's attention that MTC has received confirmation from FHWA that their SAFETEA-LU compliance is not required until their next planning cycle, which is 2009. Mr. Amatya commented that this interpretation of the statutory requirement be acknowledged cautiously as SCAG is still awaiting clarification on how it impacts its RTP and RTIP processes. SCAG will update the TAC accordingly as it continues to receive guidance from regulatory agencies. Conditional relief from the SAFETEA-LU requirement would free up SCAG to focus more resources toward demonstrating compliance for the next RTP.

5.0 **Staff Report**

Mr. Naresh Amatya, SCAG, introduced Shawn Kuk and Pablo Gutierrez as new SCAG staff members.

6.0 **Adjournment**

The next regular meeting was announced as October 19, 2006. A notice will be sent out to the TAC members regarding the special meeting on RHNA. The meeting was adjourned.

Comments from Gail Shiomoto-Lohr (OCCOG)